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Chief, ICAPS

// April 1947


Assistant Director, Collection and Dissemination

Centralized Interdepartmental Dissemination

REFERENCE: a. Memorandum, dated 18 March 1947, signed by Assistant Director, C & D; same subject.
b. Memorandum, dated 19 March 1947, signed by Chief, ICAPS, same subject.

1. Attached is study prepared by this office proposing a Central Interdepartmental Reading Panel to be operated by OGD, CIG.
2. This study points out the value of a Central Interdepartmental Reading Panel in assuring complete, efficient dissemination of Intelligence to all agencies. It further outlines briefly the obvious savings in time, money and personnel that are inherent for member agencies through elimination of duplicative operations through use of CIG reproduction facilities and office space.
3. Plan can be implemented upon completion of OGD move to South Building. Space can be provided out of existing allotments to OGD for a period of about six months. CIG reproduction facilities will be available by 1 May 1947 to provide positive assistance to member agencies. If the plan is approved, personnel authorizations of OGD must be increased simultaneously with approval of three clerical (Grade CAF-6) to provide necessary assistance to Reading Panel Representatives.
4. It is requested that the study and plan be reviewed by your office and that your comments be submitted to this office. After receipt of your comments, it is proposed that the study be revised as necessary and submitted informally to appropriate working-level representatives of IAD member agencies for further comment and criticism. After comments are received, it is proposed that OGD submit a proposed CIG Directive which it believes will have the support of the members of the IAD.

"Signed"


Captain, U. S. N.
Assistant Director for
Collection and Dissemination

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PLAN FOR IMPROVING INTERDEPARTMENTAL DISSEMINATION

I. The Problem.

1. a. Under the present system of interdepartmental dissemination, each agency distributes to others in accordance with its own concept of their respective needs. While this works satisfactorily when one agency knows with certainty the needs of another and is able to give prompt service, it works poorly when knowledge is not certain. No departmental agency is assured by the present system that it receives all material it should have. Consequently, there is a growing tendency to establish duplicate interdepartmental reading panels to assure a better coverage, at least from the major sources.

b. Coordinating action to assure complete and efficient service to all should be taken under the provisions of the President's letter of 22 January 1946 and par. 3 of NIA Directive No. 5.

II - Discussion.

2. When one agency has material which should be disseminated to another, it encounters either of two classes of problems (See Tab A):

a. Class I. The circumstances favor direct dissemination to the other agency. For example, the originating agency may know that the other agency needs the material and may know how many copies are needed. The material may be in form which can easily be reproduced, such as the master copy of a report on ditto form. In such a case, dissemination by the originating agency directly to the other agency should normally be rapid and efficient.

b. Class II. Complicating factors make it difficult to disseminate the material directly to the other agency. For example, the originating agency may not know whether the other agency needs the material, or may not know how many copies are needed. The material may be in form which cannot be reproduced readily. It may be that only one copy is available for dissemination outside the originating agency, while several outside agencies may need the material.

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3. If all dissemination problems were in Class I, it would be reasonable to depend entirely upon direct interdepartmental dissemination, with sufficient centralized review to assure that no agency's needs are inadvertently overlooked. However, Class II problems occur frequently and lead to confusion, oversight, inefficiency and waste. For Class II problems, an agency is confronted with two alternatives:

a. The originating agency may disseminate by guesswork.

The disadvantages are many: (See lower half of Tab A).

- (1) Other agencies may receive much unusable material.
- (2) Other agencies may not receive needed material.
- (3) Follow-up procedures must be installed to assure that all essential material is received.
- (4) Reading process at the originating agency must be repeated at the receiving agency.
- (5) Other agency may receive insufficient copies and require additional reproduction action.

b. The originating agency may invite representatives from outside agencies to join its reading center and assist in dissemination.

This plan helps to familiarize the originating agency with the needs for intelligence of the other agencies, both as to type of material and number of copies. Further, it permits reproduction to be more adequately accomplished in one operation. However, it has the following disadvantages:

- (1) Manpower from outside agencies must be diverted to assist the originating agency in a function which is its own responsibility.
- (2) Only a portion of the total U. S. Government intelligence intake flows through a departmental reading center. Therefore, the visitors from outside agencies do not get a full return for time spent.

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4. The faults inherent in the present system, due to Class II problems, may be eliminated by coordinated action in one of two ways. The advantages and disadvantages of each are listed below:

a. Each IAB agency may establish a reading panel with representation from each other IAB agency, plus representatives of certain other government agencies with intelligence interests

The advantage is:

- (1) Ability of each originating agency to learn total departmental interest on each item in time to reproduce in one operation, sufficient copies to meet all needs.

The disadvantages are:

- (1) Extravagant duplication of personnel to meet reciprocal reading panel needs.
- (2) Need to indoctrinate numerous persons from each agency in the agency interests with consequent increase in liaison procedure, correspondence, communication, clerical time.
- (3) Uncertainty as to total dissemination made of any one item, due to variations in procedures and facilities.

b. One Central Interdepartmental Reading Panel may be provided for the common benefit of all agencies concerned. (See Tabs C and D)

The advantages are:

- (1) Saving of personnel. (Each agency would be represented on only one panel, instead of several).
- (2) One agency representative would see the total government flow of intelligence material and would have complete intelligence coverage, in lieu of a scattered and incomplete coverage.

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- (3) One representative is easily briefed on his departmental needs and requires less liaison, communication, and administration than several scattered representatives.
- (4) The system lends itself to simplicity, security and control. It is believed that experience would soon show a standard number of copies for most items. In any case, additional copies of any item could be easily obtained.
- (5) The system further provides an easy means of simultaneous dissemination to all interested agencies without increasing total reproduction problem of any one agency.

The disadvantages are:

- (1) Coordination is required by the Reading Panel representatives to facilitate originating agency reproduction of Class II material to meet interdepartmental dissemination determined by the Central Reading Panel.
- (2) Coordination is required by the Reading Panel representatives to arrange for CIG reproduction of items beyond agency capability or in limited availability.

5. All factors considered, the second solution is favored, under the following plan. This plan does not encroach upon or interfere with the prerogatives of any member agency.

a. Agencies would continue to maintain existing direct liaison and contact with each other and with other governmental departments.

b. Each agency would continue to make internal dissemination within its own department. Existing reproduction facilities would be retained by member agencies for their own use, and would be available to assist CIG, to the extent of departmental capability, in accomplishing reproduction necessary for interdepartmental dissemination.

c. Each agency would:

- (1) Continue to forward to the CIG Reading Center all material related to national security, including Class I items already disseminated, as well as Class II items.

- (2) Continue to make direct interdepartmental dissemination of items which can be handled most efficiently this way (Class I dissemination).
- (3) Accomplish all other interdepartmental dissemination (Class II) through the services of the Interdepartmental Reading Center. (No rigid distinction between classes of dissemination is necessary. An agency can make partial Class I dissemination directly to certain other agencies, and depend upon the Interdepartmental Reading Panel to complete the dissemination. However, material collected specifically in response to a CIG collection request should be considered as rigorously in Class II, and its interdepartmental dissemination should be accomplished only through the Interdepartmental Reading Panel.)
- (h) Provide the following assistance to the Interdepartmental Reading Panel:
 - (a) Cover each item with a statement showing interdepartmental dissemination already accomplished, as well as a statement showing exceptional limitations to be placed on further dissemination, if for any reason the security classification of the material is not a sufficient indication. (See Tab E).
 - (b) Furnish multiple copies sufficient for necessary further dissemination or ~~make~~ a basic stencil from which multiple copies may be prepared.

d. CIG would:

- (1) Make all intelligence material received in the CIG Reading Center available to each senior reading panel representative of an IAB agency.
- (2) Assist in reproduction of Class I material to the limit of CIG reproduction facilities when an internal dissemination problem of intelligence material is beyond department capabilities. (Limited assistance will be available on 1 May 1947, and is expected to increase as CIG facilities are enlarged in accordance with plans).
- (3) Provide office facilities for agency representatives.

(These will be available on or about 1 May 1947).

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6. It should be noted that the above plan involves no increase in budget for any member agencies. It is believed that actual operation over a period of time may assist each agency in conserving existing personnel, space and equipment.

7. In order to establish an Interdepartmental Reading Panel, two steps are necessary.

a. CIG must secure coordination and approval of IAB agencies and of the Director of Central Intelligence. A draft of the necessary directive is attached. (TAB F)

b. Member agencies must designate their representatives to the Interdepartmental Reading Panel.

III - Conclusions

8. From the foregoing considerations, OCD tentatively concludes that:

a. Potential savings in personnel, and completeness of coverage, warrant favorable consideration of an Interdepartmental Reading Panel.

b. The present intelligence intake (all U. S. Government foreign intelligence) of CIG makes it the logical point at which to establish the Panel.

c. Existing CIG facilities make it possible for CIG to establish an Interdepartmental Reading Panel immediately with no increase of member agencies' budgets or staffs.

d. The plan outlined herewith will offer material advantages to the IAB agencies, and will improve the overall coordination and efficiency of dissemination.

9. Re: However, it is felt that necessary basis for a definite conclusion by CIG will not exist until operating representatives of the IAB agencies have made an informal technical examination of the tentative plan, to determine whether:

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- (1) It would be practicable.
- (2) It would offer advantages to the IAB agencies.
- (3) Modifications would increase the advantages.

b. Therefore, the plan is herewith offered informally to the operating representatives of the IAB agencies, not for concurrence but only for technical examination and criticism as outlined in sub-paragraph a above.

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Dissemination of material from one agency to another may fall into either of two classes:

a. Class I. The circumstances favor direct dissemination from one agency to another.



Example: Agency A knows with certainty that Agency B needs the material, and knows how many copies are needed. The material is in form for ready reproduction (such as ditto or mimeograph).

In this case, dissemination by A directly to B is rapid and efficient.

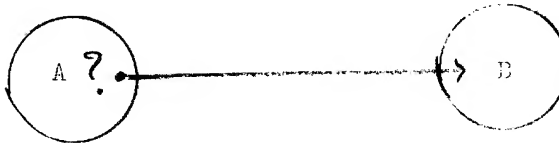
b. Class II. There are complicating factors, making it difficult for one agency to disseminate directly to another.



Example: Agency A is not certain whether Agency B needs the material, nor how many copies are needed. Agency A does not have enough copies for wide dissemination, and the material is not in form for ready reproduction. In the aggregate, such situations lead to inefficient and wasteful dissemination. They result in:

Either:

Dissemination by guesswork of Agency A:



(Repetition at B of reading effort at A)
(Insufficient copies (or else wasted extra copies))
(Duplicate reproduction effort.)
(Unwanted materials (or else omission of needed materials))

Or else:

Need for personnel from B to come to A in order to select and screen material for use of B.



This is interdepartmental reading panel.

However, it does not receive all U. S. Government foreign intelligence relating to national security.

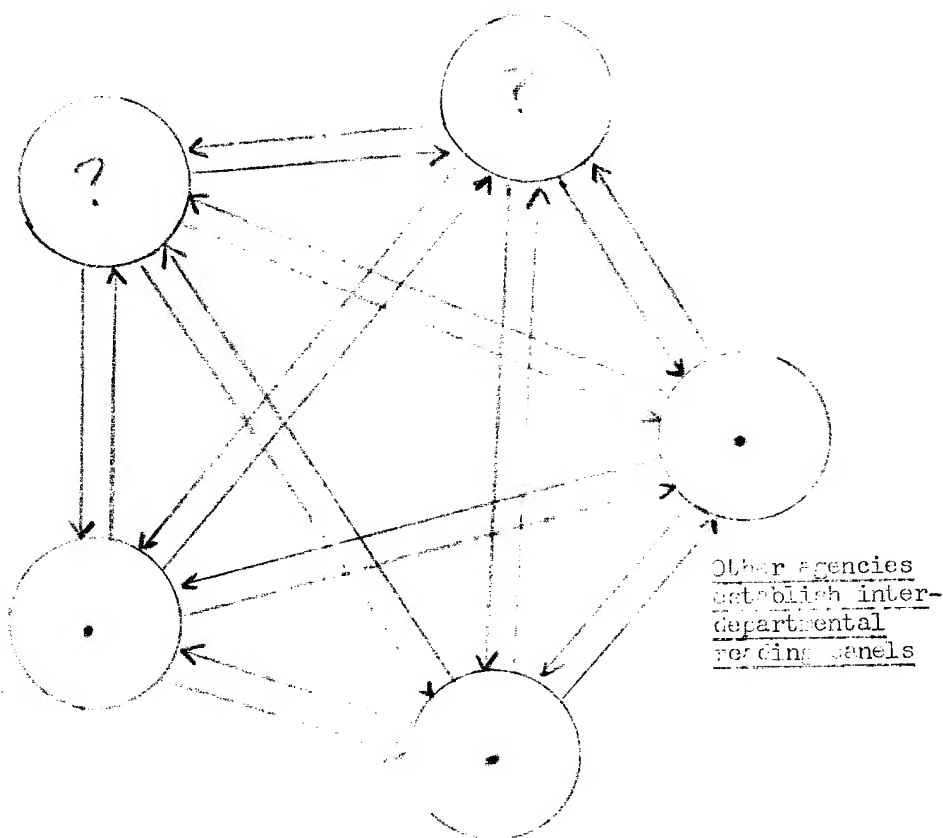
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Under the present system, the Class II cases are handled without adequate coordination.

Some agencies disseminate
by guesswork.



This system:

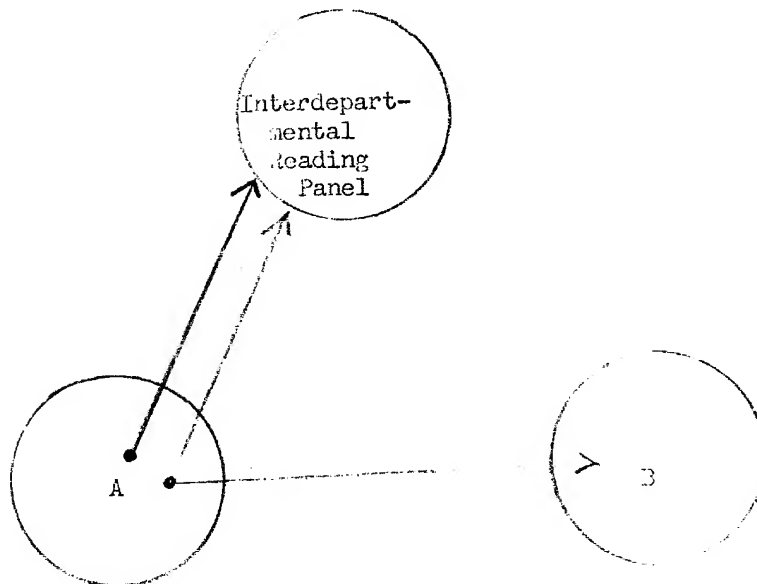
1. Multiplies confusion, inefficiency and waste.
2. Stimulates growth of duplicate interdepartmental reading panels, leading to excessive waste of manpower.
3. Gives no agency assurance that it receives all the material it should have.

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A SINGLE INTERDEPARTMENTAL READING PANEL SHOULD BE MAINTAINED FOR THE COMMON USE OF ALL INTELLIGENCE AGENCIES HAVING FUNCTIONS RELATED TO NATIONAL SECURITY

Since all U.S. intelligence material related to national security flows through the CIG reading center, that is the proper location for the interdepartmental reading panel.



Agency A will make Class I dissemination to Agency B whenever that procedure is most efficient. However, copies will also go to the Interdepartmental Reading Panel at CIG.

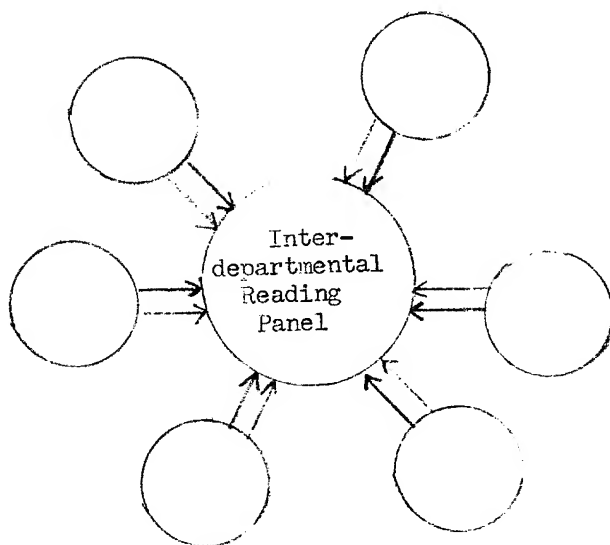
All Class II dissemination should be handled through the Interdepartmental Reading Panel at CIG.

Thus, all material will flow through the Interdepartmental Reading Panel for examination by all accredited reading panel members. Security limitations imposed by the originating agency will be enforced at the Interdepartmental Reading Panel.

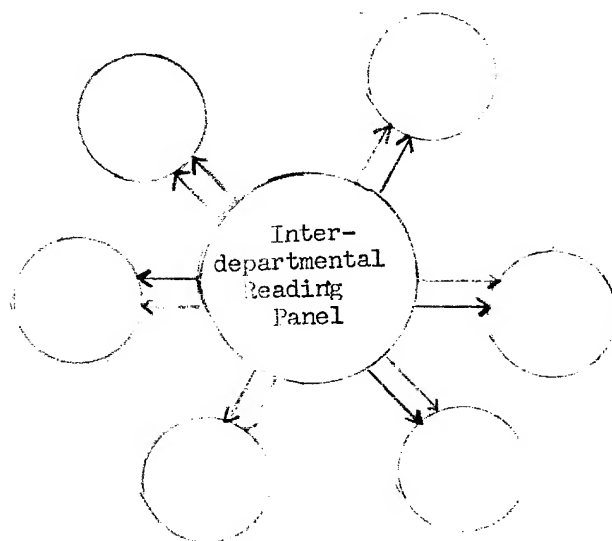
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WHILE MUCH INTERDEPARTMENT DISSEMINATION WILL BE ACCOMPLISHED BY DIRECT INTERCHANGE, ALL INTELLIGENCE MATERIAL RELATED TO NATIONAL SECURITY WILL COME TO THE INTERDEPARTMENTAL READING PANEL.



THE INTERDEPARTMENTAL READING PANEL WILL KNOW THE FULL REQUIREMENTS OF ALL AGENCIES HAVING FUNCTIONS RELATED TO NATIONAL SECURITY. FULL DISSEMINATION WILL BE EFFECTED ACCORDINGLY.



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MATERIAL ROUTED FROM AN AGENCY TO THE INTERDEPARTMENTAL READING PANEL SHOULD BE COVERED BY STATEMENTS AS ILLUSTRATED BY THE SAMPLE ROUTING SLIP ILLUSTRATED BELOW.

TOP SECRET	SECRET	CONFIDENTIAL	RESTRICTED																								
Date _____																											
From: Office of _____ Department of _____																											
To: Central Intelligence Group Attn: Reading Center 2430 E Street, N. W. Washington 25, D. C.																											
<p>1. The enclosed intelligence material is forwarded for additional dissemination by the Interdepartmental Reading Panel. Dissemination already made by the originating office is indicated by X marks below:</p> <table style="width: 100%; border: none;"> <tr> <td style="width: 33%;">White House _____</td> <td style="width: 33%;">P.O. Dept. _____</td> <td style="width: 33%;">Etc. <u>X</u></td> </tr> <tr> <td>State _____</td> <td>Interior _____</td> <td>Etc. <u>X</u></td> </tr> <tr> <td>War <u>X</u></td> <td>Agriculture _____</td> <td>Etc. _____</td> </tr> <tr> <td>Navy _____</td> <td>Commerce _____</td> <td>Etc. _____</td> </tr> <tr> <td>Air <u>X</u></td> <td>Labor _____</td> <td>Etc. _____</td> </tr> <tr> <td>PSI _____</td> <td>NACA _____</td> <td>Etc. _____</td> </tr> <tr> <td>Treasury _____</td> <td>AEC <u>X</u></td> <td>Etc. _____</td> </tr> <tr> <td>Justice _____</td> <td>ARMY _____</td> <td>Etc. _____</td> </tr> </table>				White House _____	P.O. Dept. _____	Etc. <u>X</u>	State _____	Interior _____	Etc. <u>X</u>	War <u>X</u>	Agriculture _____	Etc. _____	Navy _____	Commerce _____	Etc. _____	Air <u>X</u>	Labor _____	Etc. _____	PSI _____	NACA _____	Etc. _____	Treasury _____	AEC <u>X</u>	Etc. _____	Justice _____	ARMY _____	Etc. _____
White House _____	P.O. Dept. _____	Etc. <u>X</u>																									
State _____	Interior _____	Etc. <u>X</u>																									
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Air <u>X</u>	Labor _____	Etc. _____																									
PSI _____	NACA _____	Etc. _____																									
Treasury _____	AEC <u>X</u>	Etc. _____																									
Justice _____	ARMY _____	Etc. _____																									
<p>2. In addition to the normal controls indicated by the security classification of the material, the following exceptional limitations on further dissemination are desired: _____</p> <p style="text-align: center;">None</p> <p style="text-align: center;">Initials</p>																											
TOP SECRET	SECRET	CONFIDENTIAL	RESTRICTED																								

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CENTRAL INTELLIGENCE GROUP

CIG DIRECTIVE NO. _____

THE INTERDEPARTMENTAL READING PANEL

Memorandum by the Director of Central Intelligence
with the Unanimous Concurrence of the I. A. B.

1. Effective upon issuance of this directive, the Interdepartmental Reading Panel will be established as a component of the C. I. G. Reading Center. It will operate under the general supervision of the Assistant Director for Collection and Dissemination. The Chief, Dissemination Branch, OCD, will function as the Chief, Interdepartmental Reading Panel.

2. Initially, each member agency of the IAB will designate one representative who will be cleared to handle material of all security classifications. Appropriate assistant representatives may be designated, subject to direct arrangements between the agency desiring the assistant representative and the Assistant Director for Collection and Dissemination. These representatives will remain assigned to the agency by which designated.

3. All intelligence material received by CIG will be made available to the senior representatives of the IAB agencies.

4. The duties of the senior representative of each IAB member agency will be:

- a. To review preliminary selections made by CIG Reading Center personnel, and to screen out material not desired by his agency.
- b. To advise the Reading Center regarding any item of material in which his department has an interest not known to the Reading Center.
- c. To advise the CIG Reading Center of exceptional security precautions relating to dissemination of items furnished by his agency.
- d. To make informal arrangements for necessary cooperation between CIG and his agency on details of interdepartmental dissemination, such as use of reproduction facilities, numbers of copies of material needed, methods of transmission of material.

5. When an agency collects material for its own use, it will continue to make such direct interdepartmental dissemination thereof as it finds clearly appropriate and practicable. When material is collected in response to a CIG request, the collecting agency will forward the material to CIG, and will make no other dissemination outside its own department. X

6. IAB member agencies will continue to forward to CIG all items of foreign intelligence collected or produced by them. Subject to detailed arrangements to be worked out through daily operations, agencies will continue to forward to CIG sufficient copies to make internal CIG distribution.

7. Material furnished by IAB member agencies to CIG for complete interdepartmental dissemination will be supplied in sufficient number of copies to make necessary dissemination, or in stencil or other form that will permit CIG to take necessary reproduction action. This material will be accompanied by two statements:

a. Statement of any interdepartmental dissemination already accomplished.

b. Statement of limitations which the agency places on further dissemination, if for any reason the security classification is not sufficient indication.

8. CIG will:

a. Provide facilities and services for Interdepartmental Reading Panel representatives.

b. Make intelligence material available to representatives in accordance with paragraph 3 above.

c. Provide security protection to material furnished by the agencies, in accordance with security regulations which guide the agencies and with exceptional limiting provisions indicated by the agencies.

d. Effect necessary interdepartmental dissemination in addition to that accomplished by the agency forwarding the material.

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9. Interdepartmental or other dissemination for exclusively commercial purposes or in accordance with existing statutes or for purposes not related to the national security, will remain the direct responsibility of the originating agency.

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